

# Measuring Disproportionate Minority Contact in the Juvenile Justice System

*An Examination of the Michigan  
Relative Rate Index*

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# Executive Summary

In response to the Juvenile Justice Delinquency Prevention Act (JJDP), Michigan, like most states, strives to meet the requirements set forth in the Act that address disproportionate minority contact (DMC) and other concerns. These efforts not only ensure a continued source of funding from the Formula Grants Program to Michigan, but should also ultimately lead to improved treatment of all juveniles.

Evidence shows that nationally there is yet much to be done to reduce DMC. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) stated in its *Disproportionate Minority Confinement 2002 Update* that “... African American youth are overrepresented more than any other minority group” (Hsia, Bridges, & McHale, 2004, p. 2), and that “Hispanic overrepresentation is likely to be underreported” (Hsia, et al., 2004, p. 3), due to inconsistent data collection methodologies and definitions.

In this report, we take a closer look at six years of data from all Michigan counties on youth ages 10-16 who have had some contact with the juvenile justice system in our state. Results generated through the Relative Rate Index and other analyses allow us to make the following conclusions:

- African American youth in Michigan experience disproportionate contact at all stages of the juvenile justice system, except in transfers to adult court.
- Findings show that Michigan’s American Indian, Asian, and Hispanic youth experience disproportionate contact in the later stages of the system.
- The data and results clearly indicate that Michigan is ready to move more fully into the Assessment phase to discover the causes for disproportionate contact rates amongst its minority youth population.

This report was created by the DMC Assessment project team within University Outreach & Engagement at Michigan State University to support the work of the Michigan Committee on Juvenile Justice (MCJJ), and more specifically that of the Disproportionate Minority Contact/Minority Overrepresentation (DMC/MOR) Sub-committee of the MCJJ.

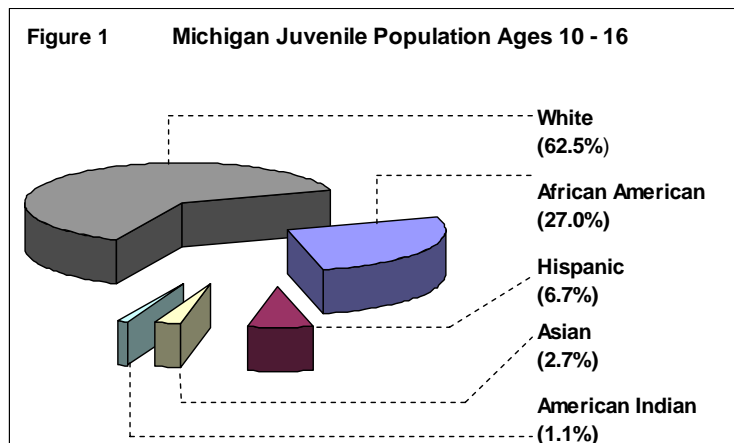
The MCJJ is Michigan’s State Advisory Group (SAG), one of many groups across the nation that work to address all aspects of the JJDP Act. Our mission is to provide this notable committee with information and analyses that will aid them as they make decisions concerning both policy and programming that affect the well-being of juveniles in Michigan.

# Introduction

In 1988, Congress amended the 1974 Juvenile Justice Delinquency Prevention Act to include the Disproportionate Minority Confinement (DMC) requirement. This amendment requires states to address growing racial disproportion within the juvenile justice system. States were directed to identify whether minority juveniles are confined disproportionately in comparison to white youth, assess why minorities are overrepresented in juvenile confinement facilities, and create intervention strategies to reduce overrepresentation. Minority populations, as defined by the Office of Juvenile Justice Delinquency Prevention (OJJDP), include: American Indian and Alaska Native, Asian, Black or African American, Hispanic or Latino, and Native Hawaiian or other Pacific Islanders.

In Michigan, Bynum, Wordes, and Corley (1993) found that African Americans were disproportionately overrepresented in almost all law enforcement jurisdictions by a factor of two. Nationally, African Americans had a custody rate of over five times that of Caucasians according to the Census of Juveniles in Residential Placement (CJRP) for 1997 (Snyder & Sickmund, 1999). In Michigan, only 23% of the juvenile population were minorities and yet the CJRP found that minorities made up 61% of juveniles in detention that year (NCJJ, 2001).

Recent data collected in Michigan indicate that minority youth contact rates appear to be similar to earlier findings. “African American youth age 10-16 are the most overrepresented minority group in the Michigan justice system at a rate of 2 to 1” (Post, Hagstrom, Heraux, Joshi, & Christensen, 2003). However, according to the 2000 United States Census, African Americans account for only 27.0% of the juvenile population of Michigan (see Figure 1). Overall, minority juveniles comprise 37.5% of the Michigan population aged 10-16 years old.



Source: U.S. Census 2000

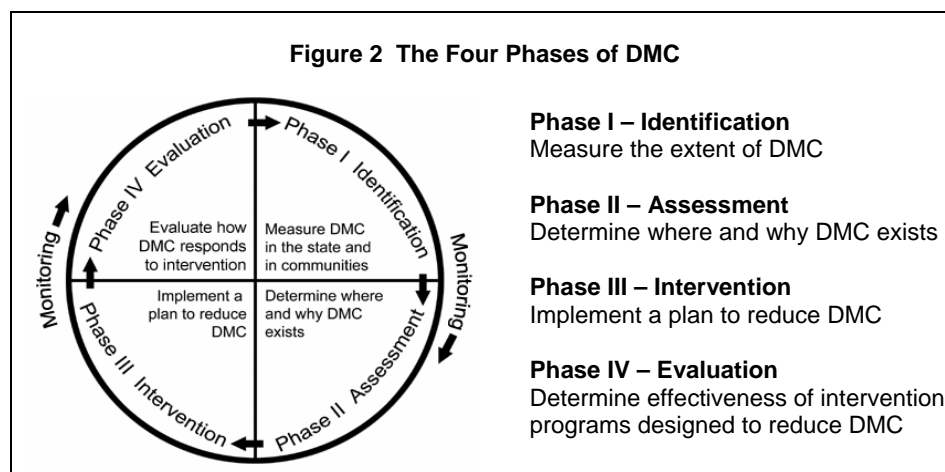
Female juveniles ages 10 – 16 by race who were detained in both private and state facilities for the years of 2000 through 2003, as reported by the JJOLT system, are as follows: In 2000, JJOLT reported 1 American Indian and 2 Whites (2000 data was incomplete for the system’s opening year). In 2001, 40 American Indians, 87 Blacks, and 186 Whites were reported. In 2002, 31 American Indians, 72 Blacks, 256 Whites, and 1 Asian were reported. In 2003, 23 American Indians, 111 Blacks, and 272 Whites were reported.

The JJDP Act of 2002 broadened the DMC initiative to require states participating in the Formula Grants Program to “address juvenile delinquency prevention efforts and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system” (OJJDP, 2002).

The JJDP Act of 2002 changed the terminology so that DMC refers to Disproportionate Minority “Contact” rather than “Confinement.” This encompasses contact at a number of decision points in the juvenile justice system, not just at the confinement stage. Reviewing the rate of minority youth who encounter the juvenile justice system now begins with their first contact with law enforcement and continues through confinement.

## *Four Phases of DMC*

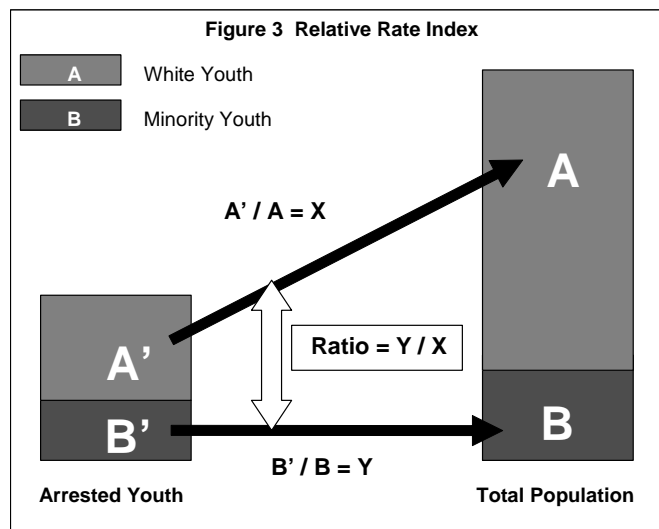
There are four separate phases to fulfilling the DMC requirement of the JJDP Act (Figure 2). States are expected to address DMC on an ongoing basis by moving through the four phases. Since the phases are inter-related, states often operate within more than one phase at a time (Leiber, 2002). Additionally, states are required to continually monitor DMC rates and address them as needed.



This report focuses on the results of Phase I – Identification efforts in Michigan and plans for implementing Phase II – Assessment. Use of the Relative Rate Index, covered in the next section, provided the quantitative data and a means of analysis for determining DMC rates. Phase II – Assessment, which includes plans to assess where and why DMC exists, will be discussed later in the report.

## ***Relative Rate Index (RRI)***

In December 2003, the OJJDP changed the method for measuring disproportionate minority youth contact. The new method, Relative Rate Index (RRI) is a ratio designed specifically for DMC research (Figure 3). RRI reduces potential statistical bias, allows for fair and accurate comparisons of youth, and is able to consider multiple racial/ethnic groups. The individual contact or decision points examined by using the RRI are shown in the juvenile justice flowchart in Appendix A. The chart illustrates the flow between contact points and also indicates which data item is collected for that contact point.



The RRI is a measurement that can be visualized like a river (Feyerherm, 2004). Each contact point is a marker along the river. The rates at which different groups encounter the various stages indicate whether contact by minority youth is disproportionate compared to their white counterparts.

By using the RRI, a set of vital signs is developed for system monitoring and a guide to analysis is provided. It is a single data entry tool that can automatically calculate rates and ratios that are necessary for professionals working to identify and reduce disproportionate minority contact (Feyerherm & Butts, 2002).

There are ten data items collected for the RRI. The items listed below are used to calculate and analyze the rates of DMC.



- |                                |                              |
|--------------------------------|------------------------------|
| 1. Populations at risk         | 6. Petitions filed           |
| 2. Juvenile arrests            | 7. Delinquent findings       |
| 3. Referrals to juvenile court | 8. Probation placements      |
| 4. Cases diverted              | 9. Secure confinements       |
| 5. Secure detentions           | 10. Transfers to adult court |

The calculation is done by taking the population totals at a certain contact point divided by the population totals at a previous contact point. The resulting number allows for a comparative assessment of different minority youths' contacts with the system, and systematic patterns can be identified. The cumulative effects of juvenile justice processing are also evident (Christensen, Hagstrom, Heraux, Johshi, & Post, 2003).

For a full understanding of what is happening to minority youth in the juvenile justice system it is important to know how to interpret the numbers. To do so, the following two caveats must be kept in mind.

1. RRI scores that are over 1.00 for a minority group in 7 of the data categories (arrest, referral to juvenile court, secure detention, petition filed, delinquent finding, correctional confinement, and transfer to adult court) mean that the minority group is overrepresented in proportion to white youth. Therefore, a high score (over 1.00) indicates DMC.
2. The exact opposite interpretation is true for the two remaining categories, diversion and probation. In these two categories, a low score means that a minority is underrepresented for the two more positive outcomes of contact within the system. In other words, fewer youth of the minority group are getting probation or diversion than are white youth. Therefore, for these two contact points, a low score (under 1.00) indicates DMC.

With the caveats stated above in mind, the results of the data collection and RRI calculations discussed in the next section will provide a clearer picture of minority youth contact with the Michigan juvenile justice system. It is also important to distinguish contact points from data collection points. There are ten data collection points, with the first of these being the total juvenile population for each racial category. However, this data collection point does not reflect contact with the juvenile justice system, and thus there are only nine contact points, beginning with juvenile arrests which is data collection point 2, but contact point 1. The data sources are listed in Appendix B.

The nine contact points are defined as follows:

**1. Juvenile arrests**

Taking into custody or detaining juveniles by a law enforcement agency in the state of Michigan, including all local, municipal, and county agencies, as well as the Michigan State Police (MSP) and tribal agencies. Data were collected from the Michigan State Police Michigan Incident-Based Reporting (MICR) system. Data on juvenile arrests are only available

from law enforcement agencies voluntarily participating in MSP data collection efforts.

**2. Referrals to juvenile court**

Any occasion when a juvenile is brought to the attention of the juvenile court system for alleged delinquent conduct or conduct indicating a need for supervision.

**3. Cases diverted**

An alternative to trial, decided upon at intake. In these cases, juveniles are referred to counseling or other social services. Data for diversions was collected from the Prosecuting Attorneys' Coordinating Council/ Prosecuting Attorneys' Association of Michigan (PACC/PAAM).

**4. Cases involving secure detention**

Cases of juveniles held in a secure (i.e., controlled, restricted-passage environment) facility pending the future disposition of their cases. Detention can occur: (1) before arraignment; (2) after arraignment but before trial; (3) after trial but before sentencing; or (4) after sentencing but before transfer to final facility. Data for secure detention were collected from the Service Worker Support System (SWSS), as well as from the Jail Removal Initiative (JRI).

**5. Cases petitioned**

Cases in which written court documents either specify the allegation against juveniles or request hearings prior to the automatic release of juveniles from the juvenile justice system. Data for petitions were collected from the Juvenile Justice Online Technology (JJOLT) system, as well as from PACC/PAAM.

**6. Cases resulting in delinquent findings**

Cases of juveniles found guilty of having committed delinquent (non-status) acts by the Family Division of Circuit Court. Data for delinquent findings were collected from SWSS, JJOLT, and PACC/PAAM.

**7. Cases resulting in probation placement**

Cases of juveniles sentenced to one of several probation options, including probation in their own home, probation while at a training school, or probation while attending treatment (for juveniles sentenced in juvenile court, probation cannot exceed two years). Data for probation were collected from PACC/PAAM.

**8. Cases resulting in confinement in secure juvenile correctional facilities**

Cases of juveniles held in secure (i.e. controlled, restricted-passage environment) facilities after sentencing. Data for confinement were collected from PACC/PAAM, the Michigan Department of Corrections (MDOC), the Wayne County Juvenile Agency Information System (JAIS), and the Census of Juveniles in Residential Placement (CJRP).

**9. Cases transferred to adult court**

Cases where the Family Division of the Circuit Court has given up

jurisdiction to adult court where the youths are tried and sentenced as adults (typically done at the request of the prosecuting attorney for particularly vicious crimes or for juveniles who appear to have no chance of being rehabilitated). Data for transfers were collected from PACC/PAAM.

The sources of data described within these definitions can be found in Appendix B. A juvenile justice flowchart demonstrating the contact points and the flow between them can be found in Appendix A.

# Michigan RRI Results

A complete listing of all calculated RRI scores can be found in Appendix H. These scores can be compared across counties, across the time period of 1998 through 2003, and across different contact points within the juvenile justice system.

The results for the state of Michigan as a whole can be found in Appendix C. For the purposes of comparison, the mean (average) RRI scores across all counties and all years of data collection (1998 through 2003) are presented in Appendix D in a bar graph format. It is important to note that the contact point of secure confinement is not included in Appendix D, as the mean for Hispanics (14.72) would impede the ability to graph the remaining contact points. Appendix D includes a graph containing all racial categories to allow for an easy comparison across those categories, as well as a graph for each racial group separately to allow for an easy comparison across contact points within each racial category.

When interpreting the results presented here: (1) an RRI score above 1 indicates DMC for the contact points of arrest, referral, detention, petitions, delinquent findings, confinement, and transfer; an RRI score below 1 indicates DMC for the contact points of diversion and probation; (2) the means (averages) are presented for the entire state of Michigan, but they represent only those counties and time periods where the research team was able to collect data (thus, for a contact point where data collection was only possible in eight counties for the year 1999, we rely on these eight RRI scores as providing a picture of DMC across the entire state for that contact point, when it is unlikely that these eight RRI scores are truly representative); and (3) these RRI scores are for the state of Michigan as a whole for the entire time period of 1998 through 2003, and the RRI scores for individual counties during individual years (or three-year time period) vary across a wide range. Results for individual counties during individual years or three-year time periods can be found in Appendix H, which includes all of the data entry and summary information sheets.

## *Results by Racial Category*

### **African American Youth**

In light of the data displayed in Appendix C, it is clear that African Americans consistently experience the greatest amount of DMC of all the racial groups, both in terms of the mean RRI score across all counties from 1998 through 2003, as well as having the highest threshold RRI score for the top 20% (Appendix C).

- For **arrests** across the entire state of Michigan between 1998 and 2003, the average RRI score for African Americans was 1.88, indicating that

African Americans were 88% more likely than whites to be arrested. This score indicates DMC at the contact point of arrest.

- With respect to **referrals to juvenile court**, the mean RRI score for African Americans across all counties and time periods for which data were collected was 1.5, indicating that African Americans were 50% more likely than whites to be referred to juvenile court. This score indicates DMC at the contact point of referrals to juvenile court.
- For **diversions**, the mean RRI score for African Americans across all counties and time periods for which data were collected was .03, meaning that African Americans were 97% less likely to get placed into a diversion program than whites (a positive event relative to the alternative of continuing through the penal system). This score indicates DMC at the contact point of diversion.
- For **secure detention**, the mean RRI score for African Americans across all counties and time periods for which data were collected was 2.62, indicating that African Americans were 2.6 times more likely than whites to be placed in secure detention. This score indicates DMC at the contact point of secure detention.
- For **petitions**, the mean RRI score for African Americans across all counties and time periods for which data were collected was 1.65, indicating that African Americans were 65% more likely than whites to have a petition filed by the prosecuting attorney. This score indicates DMC at the contact point of petitions.
- For **delinquent findings**, the mean RRI score for African Americans across all counties and time periods for which data were collected was 1.38, meaning that African Americans were 38% more likely than whites to be found guilty of a delinquent offense in the Family Division of the Circuit Court. This score indicates DMC at the contact point of delinquent findings.
- For **probation**, the mean RRI score for African Americans across all counties and time periods for which data were collected was .46, meaning that African Americans were 54% less likely to get placed on probation than whites (a positive event relative to the alternative of incarceration). This score indicates DMC at the contact point of probation.
- For **confinement in a correctional facility**, the mean RRI score for African Americans across all counties and time periods for which data were collected was 4.23, indicating that African Americans were 4.2 times more likely than whites to be incarcerated in a secure correctional facility. This score indicates DMC at the contact point of correctional confinement.
- Finally, for **transfers to adult court**, the mean RRI score for African Americans across all counties and time periods for which data were collected was .41, indicating that African Americans were 59% less likely

than whites to be transferred to adult court. This score indicates that there is no DMC at the contact point of transfer to adult court.

## Hispanic Youth

The picture regarding disproportionate minority contact becomes somewhat less clear in terms of which racial group is most affected after African Americans. In general, Hispanics experience the most DMC (after African Americans) at the contact points of: (1) delinquent findings; and (2) confinement in correctional facilities.

- For **arrests** across the entire state of Michigan between 1998 and 2003, the mean RRI score for Hispanics was .17, indicating that Hispanics were 83% less likely than whites to be arrested. This score indicates that there is no DMC at the contact point of arrest.
- With respect to **referrals to juvenile court**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .19, indicating that Hispanics were 81% less likely than whites to be referred to juvenile court. This score indicates that there is no DMC at the contact point of referrals to juvenile court.
- For **diversions**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .00. However, this is due to the fact that data collection for this contact point was relatively difficult; the minimal amount of data collected indicated that there were no Hispanics given diversion (a positive event relative to the alternative of continuing through the penal system). While this is an indicator of DMC in that white juveniles were given diversion while no Hispanic juveniles were given diversion, it is not possible to calculate an RRI score based on a division by zero (the number of Hispanics given diversion).
- For **secure detention**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .00. However, this is due to the fact that, while data collection for this contact point was relatively successful, the recording of juveniles' ethnicity as Hispanic was nonexistent (meaning that Hispanic juveniles were recorded as being either African American or White).
- For **petitions**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .64, indicating that Hispanics were 36% less likely than whites to have a petition filed by the prosecuting attorney. This score indicates that there is no DMC at the contact point of petitions.
- For **delinquent findings**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was 1.13, meaning that Hispanics were 13% more likely than whites to be found guilty of a delinquent offense in the Family Division of the Circuit Court. This score indicates DMC at the contact point of delinquent findings.

- For **probation**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .31, meaning that Hispanics were 69% less likely to get placed on probation (a positive event relative to the alternative of incarceration) than whites. This score indicates DMC at the contact point of probation.
- For **confinement in a correctional facility**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was 14.72, indicating that Hispanics were 14.7 times more likely than whites to be incarcerated in a secure correctional facility. This score indicates DMC at the contact point of correctional confinement.
- Finally, for **transfers to adult court**, the mean RRI score for Hispanics across all counties and time periods for which data were collected was .09, indicating that Hispanics were 91% less likely than whites to be transferred to adult court. This score indicates that there is no DMC at the contact point of transfers to adult court.

## Asian Youth

Asians appear second to African Americans in terms of DMC at the contact points of: (1) probation.

- For **arrests** across the entire state of Michigan between 1998 and 2003, the mean RRI score for Asians was .12, indicating that Asians were 88% less likely than whites to be arrested. This score indicates that there is no DMC at the contact point of arrest.
- With respect to **referrals to juvenile court**, the mean RRI score for Asians across all counties and time periods for which data were collected was .12, indicating that Asians were 88% less likely than whites to be referred to juvenile court. This score indicates that there is no DMC at the contact point of referrals to juvenile court.
- For **diversions**, the mean RRI score for Asians across all counties and time periods for which data were collected was 1.42, meaning that Asians were 42% more likely to get placed into a diversion program (a positive event relative to the alternative of continuing through the penal system) than whites. This score indicates that there is no DMC at the contact point of diversion.
- For **secure detention**, the mean RRI score for Asians across all counties and time periods for which data were collected was .38, indicating that Asians were 62% less likely than whites to be placed in secure detention. This score indicates that there is no DMC at the contact point of secure detention.
- For **petitions**, the mean RRI score for Asians across all counties and time periods for which data were collected was .08, indicating that Asians were 92% less likely than whites to have a petition filed by the prosecuting

attorney. This score indicates that there is no DMC at the contact point of petitions.

- For **delinquent findings**, the mean RRI score for Asians across all counties and time periods for which data were collected was .36, meaning that Asians were 64% less likely than whites to be found guilty of a delinquent offense in the Family Division of the Circuit Court. This score indicates that there is no DMC at the contact point of delinquent findings.
- For **probation**, the mean RRI score for Asians across all counties and time periods for which data were collected was .09, meaning that Asians were 91% less likely to get placed on probation (a positive event relative to the alternative of incarceration) than whites. This score indicates DMC at the contact point of probation.
- For **confinement in a correctional facility**, the mean RRI score for Asians across all counties and time periods for which data were collected was 1.37, meaning that Asians were 37% more likely to be confined in a correctional facility than whites. This score indicates DMC at the contact point of correctional confinement.
- Finally, for **transfers to adult court**, the mean RRI score for Asians across all counties and time periods for which data were collected was .00. For the latter data point (transfers to adult court), the RRI score of .00 is due to the fact that data collection for this contact point was relatively difficult; the minimal amount of data collected indicated that there were no Asians transferred to adult court. While this would seem to indicate a lack of DMC in that white juveniles were transferred to adult court while no Asians juveniles were transferred to adult court, it is not possible to calculate an RRI score based on a division by zero (the number of Asians transferred to adult court).

## American Indian Youth

American Indians do not appear second to African Americans in terms of DMC at any of the contact points. However, as the scores discussed below indicate, they do experience DMC at several contact points.

- For **arrests** across the entire state of Michigan between 1998 and 2003, the mean RRI score for American Indians was .52, indicating that American Indians were 48% less likely than whites to be arrested. This score indicates that there is no DMC at the contact point of arrest.
- With respect to **referrals to juvenile court**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .29, indicating that American Indians were 71% less likely than whites to be referred to juvenile court. This score indicates that there is no DMC at the contact point of referrals to juvenile court.



- For **diversions**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .00. However, this is due to the fact that data collection for this contact point was relatively difficult; the minimal amount of data collected indicated that there were no American Indians given diversion. While this is an indicator of DMC in that white juveniles were given diversion (a positive event relative to the alternative of continuing through the penal system) while no American Indians juveniles were given diversion, it is not possible to calculate an RRI score based on a division by zero (the number of American Indians given diversion).
- For **secure detention**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .04, indicating that American Indians were 96% less likely than whites to be placed in secure detention. This score indicates that there is no DMC at the contact point of secure detention.
- For **petitions**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .29, indicating that American Indians were 71% less likely than whites to have a petition filed by the prosecuting attorney. This score indicates that there is no DMC at the contact point of petitions.
- For **delinquent findings**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .30, meaning that American Indians were 70% less likely than whites to be found guilty of a delinquent offense in the Family Division of the Circuit Court. This score indicates that there is no DMC at the contact point of delinquent findings.
- For **probation**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .23, meaning that American Indians were 77% less likely to get placed on probation (a positive event relative to the alternative of incarceration) than whites. This score indicates DMC at the contact point of probation.
- For **confinement in a correctional facility**, the mean RRI score for American Indians across all counties and time periods for which data were collected was 1.80, indicating that American Indians were 80% more likely to be confined in a correctional facility than whites. This score indicates DMC at the contact of correctional confinement.
- Finally, for **transfers to adult court**, the mean RRI score for American Indians across all counties and time periods for which data were collected was .00. For the latter data point (transfers to adult court), the RRI score of .00 is due to the fact that data collection for this contact point was relatively difficult; the minimal amount of data collected indicated that there were no American Indians transferred to adult court. While this would seem to indicate a lack of DMC in that white juveniles were

transferred to adult court while no American Indian juveniles were transferred to adult court, it is not possible to calculate an RRI score based on a division by zero (the number of American Indians transferred to adult court).

## ***Statewide Results Summary***

The RRI scores discussed here suggest that, on average across the entire state of Michigan, African Americans experience disproportionate contact at all stages of the juvenile justice system (except at the point of transfers to adult court), while Hispanics, Asians and American Indians experience disproportionality later within the juvenile justice system (typically post-trial). It is important to note that these scores are averages across the entire state of Michigan. However, the interpretation of RRI scores for individual counties during individual years (or three-year periods) is the same as has been described above for the state averages. Thus, for any county during any time period, an RRI score of 2.00 for a minority group at a particular contact point can be interpreted as meaning that the minority group is 100% more likely than whites to be involved at that particular contact point, or as meaning that the minority group is 2 times more likely than whites to be involved at that particular contact point. Similarly, an RRI score of 4.00 for a minority group at a particular contact point can be interpreted as meaning that the minority group is 300% more likely than whites to be involved at that particular contact point, or as meaning that the minority group is 4 times more likely than whites to be involved at that particular contact point.

## ***Trends Across Ten Counties***

In order to further illustrate what the data collected during Phase I tell us, ten Michigan counties are highlighted for a more detailed look. These counties were chosen due to their high total numbers of RRI scores over 1.00, or their scores below 1.00 for diversion and probation. As stated earlier, scores that fall below 1.00 for diversion and probation indicate that fewer minority youth are diverted or given probation than are white youth.

These ten counties were chosen because in comparison to the other 73 counties in Michigan, these counties were found to have:

- Fewer missing data,
- A relatively high number of RRI scores over 1.00 (under 1.00 for data in the categories of diversion and probation),
- A relatively high minority population in one or several of the studied racial categories, and
- Geographic diversity.

Table 1 lists the ten counties with their corresponding numbers of RRI scores by racial category, as well as the total number of RRI scores calculated for each county.

<i>County*</i>	<i>African American**</i>	<i>Hispanic**</i>	<i>Asian**</i>	<i>American Indian**</i>	<i>All Minorities**</i>	<i>Total RRI Scores indicating DMC***</i>	<i>Total RRI Scores Calculated</i>	<i>Total RRI Scores Possible</i>
Delta	7 (29.2)	3 (12.5)	5 (20.8)	5 (30.8)	4 (16.7)	24 (36.9)	65	90
Eaton	9 (26.5)	7 (20.6)	5 (14.7)	3 (8.8)	10 (29.4)	34 (35.8)	95	270
Genesee	14 (30.4)	8 (17.4)	6 (13.0)	6 (13.0)	12 (26.1)	46 (27.9)	165	270
Isabella	6 (31.6)	4 (21.1)	1 (5.3)	5 (26.3)	3 (15.8)	19 (34.5)	55	90
Kent	12 (29.3)	7 (17.1)	4 (9.8)	7 (17.1)	11 (26.8)	41 (43.2)	95	270
Macomb	16 (47.1)	3 (8.8)	3 (8.8)	3 (8.8)	9 (26.5)	34 (25.2)	135	270
Muskegon	13 (48.1)	1 (3.7)	0 (0.0)	1 (3.7)	12 (44.4)	27 (30.0)	90	270
St. Clair	11 (31.4)	9 (25.7)	4 (11.4)	3 (8.6)	8 (22.9)	35 (25.9)	135	270
Van Buren	12 (40.0)	8 (26.7)	0 (0.0)	0 (0.0)	10 (33.3)	30 (33.3)	90	270
Wayne	13 (29.5)	7 (15.9)	7 (15.9)	4 (9.1)	13 (29.5)	44 (29.3)	150	270

\* Counties were selected on the basis of completeness of information, and do not necessarily represent the most extreme RRI scores.

\*\* Number in parentheses ( ) represents the percentage of the total number of scores indicating DMC accounted for by the particular racial group within the county.

\*\*\* Number in parentheses ( ) represents the percentage of the total number of RRI scores calculated that indicate DMC within the county.

Table 1 presents a view of DMC within the ten counties chosen for further analysis. In **Delta County**, a complete set of RRI scores would have meant that 90 RRI scores were calculated (9 contact points x 5 racial groups x 2 three-year periods). The DMC team was able to calculate 65 RRI scores, of which 24 (36.9% of all RRI scores calculated for Delta County) indicated DMC. Thus, one could say that overall, Delta County experiences DMC in slightly more than one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 24 RRI scores which indicated DMC, 5 (30.8%) were for American Indians, which suggests that American Indians are the racial group most affected by DMC in Delta County. In terms of the extent of DMC experienced by each racial group, American Indians are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) African Americans (29.2%); (2) Asians (20.8%); and (3) Hispanics (12.5%).

In **Eaton County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 95 RRI scores, of which 34 (35.8% of all RRI scores calculated for Eaton County) indicated DMC. Thus, one could say that overall, Eaton County experiences DMC in slightly more than one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 34 RRI scores which indicated DMC, 9 (26.5%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Eaton County. In terms of the extent of DMC experienced by each racial group, African

Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (20.6%); (2) Asians (14.7%); and (3) American Indians (8.8%).

In **Genesee County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 165 RRI scores, of which 46 (27.9% of all RRI scores calculated for Genesee County) indicated DMC. Thus, one could say that overall, Genesee County experiences DMC in slightly more than one-fourth of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 46 RRI scores which indicated DMC, 14 (30.4%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Genesee County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (17.4%); (2) Asians (13.0%); and (3) American Indians (13.0%).

In **Isabella County**, a complete set of RRI scores would have meant that 90 RRI scores were calculated (9 contact points x 5 racial groups x 2 three-year periods). The DMC team was able to calculate 55 RRI scores, of which 19 (34.5% of all RRI scores calculated for Isabella County) indicated DMC. Thus, one could say that overall, Isabella County experiences DMC in slightly more than one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 19 RRI scores which indicated DMC, 6 (31.6%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Isabella County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) American Indians (26.3%); (2) Hispanics (21.1%); and (3) Asians (5.3%).

In **Kent County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 95 RRI scores, of which 41 (43.2% of all RRI scores calculated for Kent County) indicated DMC. Thus, one could say that overall, Kent County experiences DMC in slightly less than one-half of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 41 RRI scores which indicated DMC, 12 (29.3%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Kent County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (17.1%); (2) American Indians (17.1%); and (3) Asians (9.8%).

In **Macomb County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 135 RRI scores, of which 34 (25.2% of all RRI

scores calculated for Macomb County) indicated DMC. Thus, one could say that overall, Macomb County experiences DMC in one-fourth of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 34 RRI scores which indicated DMC, 16 (47.1%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Macomb County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (8.8%); (2) Asians (8.8%); and (3) American Indians (8.8%).

In **Muskegon County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 90 RRI scores, of which 27 (30.0% of all RRI scores calculated for Muskegon County) indicated DMC. Thus, one could say that overall, Muskegon County experiences DMC in slightly more than one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 27 RRI scores which indicated DMC, 13 (48.1%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Muskegon County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (3.7%); (2) American Indians (3.7%); and (3) Asians (0.0%).

In **St. Clair County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 135 RRI scores, of which 35 (25.9%) of all RRI scores calculated for St. Clair County indicated DMC. Thus, one could say that overall, St. Clair County experiences DMC in slightly more than one-fourth of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 35 RRI scores which indicated DMC, 11 (31.4%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in St. Clair County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (25.7%); (2) Asians (11.4%); and (3) American Indians (8.6%).

In **Van Buren County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 90 RRI scores, of which 30 (33.3% of all RRI scores calculated for Van Buren County) indicated DMC. Thus, one could say that overall, Van Buren County experiences DMC in one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 30 RRI scores which indicated DMC, 12 (40.0%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Van Buren

County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (26.7%); (2) Asians (0.0%); and (3) American Indians (0.0%).

In **Wayne County**, a complete set of RRI scores would have meant that 270 RRI scores were calculated (9 contact points x 5 racial groups x 6 years). The DMC team was able to calculate 150 RRI scores, of which 44 (29.3% of all RRI scores calculated for Wayne County) indicated DMC. Thus, one could say that overall, Wayne County experiences DMC in slightly less than one-third of all instances. Examining the percentages for each racial group separately allows us to determine which racial group is most affected by DMC. Of the 44 RRI scores which indicated DMC, 13 (29.5%) were for African Americans, which suggests that African Americans are the racial group most affected by DMC in Wayne County. In terms of the extent of DMC experienced by each racial group, African Americans are followed (in order of the percentage of RRI scores which indicated DMC for each racial category) by: (1) Hispanics (15.9%); (2) Asians (15.9%); and (3) American Indians (9.1%).

Overall, then, it can be seen that African Americans, followed by Hispanics, American Indians, and Asians (in order of total number of RRI scores indicating DMC) experience disproportionate contact at relatively high levels within these ten counties. Thus, data collected and analyzed during Phase I informs us that disproportionate contact exists. It is during Phase II that a determination will be made as to why DMC exists.

## *Conclusion*

There is a general trend that is evident across all 10 counties, and is representative of the trend across the entire state of Michigan. In general, it can be seen that African Americans experience the highest totals of RRI scores indicating DMC, followed by Hispanics, American Indians, and Asians. That is, with respect to the extent of DMC within these 10 counties, across all of the contact points and time periods for which data were collected, African Americans consistently experience disproportionate contact, followed closely by Hispanics and American Indians, and somewhat less so by Asians.

The data collected and analyzed during Phase I (Identification) indicate that minority disproportionate contact does exist within the state of Michigan. The results presented here for the state as a whole and for the 10 counties identified above provide an overall view of how DMC affects the various racial groups. However, these results provide evidence that DMC does exist, without clarifying the reasons for the presence of DMC in these 10 counties or across the entire state. It is during Phase II (Assessment) that a determination will be made as to why DMC exists. The process for Phase II is discussed in the Next Steps section.

# Methodology

This section addresses: (1) specific aspects of data sets which warrant further consideration; (2) assumptions regarding the data; and (3) specific techniques used in data analysis. These are followed by a discussion of the limitations of the data, which have also affected the analyses and conclusions presented within this report.

The data collected in the Michigan Incident Crime Reports (MICR), which is comprised of incident reports from all Michigan law enforcement agencies voluntarily participating in data collection, addressed minority status in two different ways. The standard MICR data collection form asks for information regarding the offender's race as well as the offender's ethnicity. The variable for race allows for the choice of: (1) Caucasian; (2) African-American; (3) Asian; (4) American Indian; or (5) Unknown. The variable for ethnicity allows for the choice of: (1) Arab; (2) Hispanic; (3) Other; or (4) Unknown. In order to use this data for DMC purposes, the data manager created a new variable which incorporated both racial and ethnic status for each individual. Thus, an individual listed as Caucasian for the race variable and Hispanic for the ethnicity variable was listed as Hispanic for the new variable. Similarly, an individual listed as African-American for the race variable and Hispanic for the ethnicity variable was listed as Hispanic for the new variable. This allowed for the identification of both White Hispanics and Non-White Hispanics as defined by the U.S. Census.

In addition to the issue regarding race and ethnicity, it should also be noted that data collected through MICR is reported on a voluntary basis by law enforcement agencies. Thus, for 1998, of the 705 law enforcement agencies (including tribal law enforcement), 594 reported data to the Michigan State Police to be placed into MICR. In 1999, of 705 law enforcement agencies, 614 reported to MICR. In 2000, of 705 law enforcement agencies, 626 reported to MICR. In 2001, of 705 law enforcement agencies, 646 reported to MICR. In 2002, of 705 law enforcement agencies, 648 reported to MICR. In 2003, of 684 law enforcement agencies in the State of Michigan (including tribal law enforcement, with the lower number being due to the closing of several Michigan State Police posts), 470 reported to MICR. Of these law enforcement agencies within the State of Michigan, only seven have been identified as tribal law enforcement agencies: (1) Grand Traverse Tribal Police Department; (2) Hannahville Tribal Police Department; (3) Sault Ste. Marie Conservation and Public Safety Department; (4) Saginaw Chippewa Tribal Police Department; (5) Bay Mills Tribal Police Department; (6) Keweenaw Bay Tribal Police Department; and (7) Lac Vieux Desert Tribal Police Department. From the data collection time period of 1998 through 2003 for the DMC project, none of these seven agencies reported to the Michigan State Police for inclusion in MICR. It should be noted, however, that of the 124,412 individuals living in the State of Michigan who claim American

Indian descent, only 33,086 (26.59 percent) live on a reservation or tribal area governed by one of these seven tribal law enforcement agencies. Of these 33,086, it is unknown how many individuals are juveniles as defined within the DMC project, as this data is unavailable from the U.S. Census. However, the total juvenile population at risk is 6,902 (5 percent of 124,412 individuals), and assuming a similar proportion amongst those living in tribal areas, the juveniles at risk in tribal areas (and thus the number of juveniles potentially missing from MICR) would be 1,654 (5 percent of 33,086).

There are also issues regarding missing data which the DMC project team had to resolve. From a statistical standpoint, missing data can be addressed in one of several ways: (1) using only data which is available; (2) statistically imputing values for the missing data through regression; or (3) statistically imputing values for the missing data through a maximum likelihood estimation algorithm. The latter two methods are used when data is not missing completely at random (MCAR) or missing at random (MAR). However, in the case of the DMC databases, the assumption has been made that the data are missing completely at random (MCAR), and thus we can ignore the property of missingness, allowing us to use only the data which is available. This assumption is based on conversations with juvenile justice officials which suggested that there is no systematic reason for data to be missing on particular variables within specific databases. Analysis of the databases, conducted using the Statistical Package for the Social Sciences (SPSS), of frequencies, descriptive statistics, and crosstabs confirms that data appears to be missing completely at random (MCAR; see Table 2 for frequencies of missing data). Further discussion of missing data can be found in the Data Limitations section of this report.

In addition to the discussion above regarding data collection and analysis methods, it is important to provide a description of the actual process of calculating RRI scores through the use of the OJJDP data entry spreadsheet. Appendix E provides a copy of the data entry form. OJJDP has noted that the initial step in data collection and analysis requires an understanding of the state-specific juvenile justice system (see Appendix A), along with the definition of each of the data elements (see the Glossary of Terms section). Following this, states are encouraged to gather information regarding the actual numbers of members of each racial group present at each data collection point and enter these numbers into the data entry spreadsheet. The latter tool, provided by OJJDP, has RRI calculations built into the individual cells of the spreadsheet, ensuring the accuracy of all RRI calculations based on the numbers entered. Thus, when all data entry for a particular racial group within a particular county at a specific data collection point has been completed, the OJJDP tool automatically performs the calculations necessary for the RRI, using all numerators and denominators that are available. Importantly, the data entry tool also indicates whether each racial group meets the threshold of comprising at least 1 percent (viewed as a statistically significant percentage) of the total population within the county. OJJDP has noted that analyses of results for groups not meeting the 1 percent threshold should be used cautiously, as RRI scores may be due to the small number of cases present rather than systematic patterns.



# Data Limitations

Data were collected for each of Michigan's 83 counties for a 6-year period (1998 through 2003) for 5 racial categories (African American, Hispanic, Asian, American Indian, and All minorities), and therefore the theoretical total number of RRI scores is 22,410 (83 counties x 6 years x 9 contact points x 5 racial categories). Due to missing data, however, only a portion of the total number of RRI scores has been calculated. As can be seen in Appendix F, a number of counties lacked a significant amount of data, with only 13 out of 83 counties having over 50% of the data required to calculate a complete set of RRI scores. To address this issue, under the advisement of Dr. William Feyerherm (an OJJDP national DMC consultant) during a technical assistance visit to Michigan in 2004, the smallest 80% of counties (in terms of overall population) had their data aggregated to two three-year periods of 1998 through 2000, and 2001 through 2003. This aggregation allowed for a "smoothing" effect, which removed the weight of unusually low or high numbers at a contact point. In essence, by aggregating across a three-year time period, the data were less susceptible to anomalies produced by low numbers of minorities in the population coupled with even a moderate number of minority juveniles at a particular contact point. The latter combination produces misleading RRI scores indicative of DMC, and thus these errors are avoided by averaging the data collected.

Two major challenges affected efforts to collect complete data on every Michigan county. The first of these is the fact that counties use a variety of data collection tools to obtain information regarding juveniles within their jurisdictions, and many of these programs and databases are incompatible. For example, at the current time it is possible for a juvenile to be in the SWSS, JJOLT and PACC/PAAM databases for the same offense and commitment. However, it is impossible to identify the entry of the same juvenile into multiple databases, as these databases cannot be linked together. Thus, if data collection efforts encompass all three of the databases to be used for the same contact points, it is possible that a juvenile would be counted three separate times, leading to inappropriate conclusions regarding DMC. Issues of this nature are best resolved by standardizing databases and data collection practices throughout the state of Michigan, either through the development of a universal database to be used by all actors within the criminal justice system, or by developing standards for data collection practices which will allow researchers to identify duplication amongst the various databases.

The second challenge is that of missing data, as the majority of counties fail to consistently collect complete data on juveniles. Table 2 lists the percentage of data missing on relevant contact points within each database.

**Table 2**  
**Percentage of Missing Data\***

	<i>CSMIS</i>	<i>JJOLT</i>	<i>ODSIS</i>	<i>PACC/ PAAM</i>	<i>SWSS</i>	<i>JAIS (Wayne County)</i>
Race	0.0	.3	N/A	18.1	.5	2.5
Age	0.0	0.0	N/A	48.5	0.0	.2
County	0.0	22.1	79.8	16.8	0.0	5.8
Offense	0.0	27.0	N/A	10.1	0.0	0.0
Disposition	N/A	.5	99.4	74.2	.6	.2

\*See Appendix B for a list of data sources.

As can be seen in Table 2, the databases used for the current research vary widely in their completeness. This presents numerous challenges when attempting to use the data for the Identification (Phase I) process. In order to calculate an RRI score for a particular contact point, three elements are required: (1) the race of the juvenile; (2) the county in which the juvenile was in the juvenile justice system; and (3) the data for the contact point (e.g. the disposition of the case). If any one of these three elements is missing an RRI score cannot be calculated.

For the CSMIS, therefore, while race and county data are complete, it is impossible to calculate an RRI score for the contact points of detention, diversion, probation, correctional confinement, or waiver to adult court, due to the fact that there is no data on disposition available.

For the JJOLT system, the maximum percentage of RRI scores that can be calculated is 77.9% of the total possible RRI scores, due to the fact that 22.1% of the data on county are missing from the database. However, if data are missing on all three data elements on different cases, the maximum percentage of RRI scores that can be calculated is 77.1% of the total possible RRI scores (0.3% missing on race + 22.1% missing on county + 0.5% missing on disposition = 22.9% total missing).

For ODSIS, data were not collected on the racial category of juveniles, and therefore the entire database was unusable.

For the PACC/PAAM system, the maximum percentage of RRI scores that can be calculated is 81.9% of the total possible RRI scores, due to the fact that 18.1% of the data on race are missing from the database. However, if data are missing on all three data elements on different cases, it is theoretically possible that the entire dataset would be unusable (18.1% missing on race + 16.8% missing on county + 74.2% missing on disposition = over 100% of cases missing data on one or more elements).

For SWSS, the maximum percentage of RRI scores that can be calculated is 99.5% of the total possible RRI scores, due to the fact that 0.5% of the data on race is missing from the database. However, if data are missing on both data elements on different cases, the maximum percentage of RRI scores that can be calculated is 98.9% (0.5% missing on race + 0.6% missing on disposition = 1.1% total missing).

For the Wayne County JAIS, the maximum percentage of RRI scores that can be calculated is 94.2% of the total possible RRI scores, due to the fact that 5.8% of the data on county are missing from the database. However, if data are missing on all three data elements on different cases, the maximum percentage of RRI scores that can be calculated is 91.5% of the total possible RRI scores (2.5% missing on race + 5.8% missing on county + 0.2% missing on disposition = 8.5% total missing). In addition, it should be noted that data from the Wayne County JAIS reflects only adjudicated youth, and thus juveniles who have not yet appeared in court and had a decision rendered are excluded from this database.

With regard to missing data, it is important to underscore the significance of the issue. For example, consider CSMIS and ODSIS, which are two of the earlier databases used by the Michigan Family Independence Agency to collect information on juveniles. While these represent a concerted effort to maintain a systematic repository of data, both systems lack relevant data elements needed to calculate RRI scores. SWSS, which represents a more recent effort to collect information on juveniles, appears to have a more comprehensive approach, but it does not collect data on every juvenile who passes through the juvenile justice system. In fact, SWSS is aimed primarily at collecting information on juveniles who are committed to foster care, or who appear in court due to parental neglect or abuse, while DMC efforts focus more on juveniles who are committed to detention and secure corrections, or who appear in court due to delinquency. Thus, the utility of SWSS is also limited for DMC purposes.

The Wayne County JAIS, designed to collect information on delinquent juveniles, contains consistent information on race and county. However, this system is limited in that it only contains information on juveniles within Wayne County, and thus does not address the movement of juveniles throughout the 82 other counties in Michigan.

The two most promising databases for collecting information on juveniles are the JJOLT system and the PACC/PAAM system. However, even these systems, designed specifically to track juveniles as they move through the juvenile justice system, have significant issues to be dealt with. The first of these is the fact that the systems are not statewide. Currently, both databases are in different stages of being implemented in numerous counties throughout the state of Michigan, with slightly over 50% of Michigan counties participating in one or both of them. Secondly, while the JJOLT and PACC/PAAM systems aim to be the most comprehensive, they also suffer from the greatest amount of missing data, which illustrates the difficulties of the data collection process.

Overall, then, it should be clear that data collection efforts for DMC research within the state of Michigan remain difficult. The variety of databases to be used, combined with the inconsistency in actual data collection practices, restrict our ability to calculate a complete set of RRI scores. These difficulties have been experienced by DMC researchers in many other states, and the latter have typically only focused on two or three counties for their Phase I (Identification) efforts. Therefore, it is important to note that the DMC team was able to calculate a relatively large number of RRI scores within the Identification Phase (Phase I)

for all 83 of Michigan's counties. It is also notable that OJJDP guidelines stress moving into Phase II (Assessment) when a reasonable amount of data have been collected, and RRI scores indicating DMC have been calculated. During a technical assistance visit to Michigan in 2004, Dr. William Feyerherm, a national OJJDP consultant on DMC, indicated that the DMC team had achieved a reasonably high level of data collection, and that movement into a one-year Assessment Phase was recommended.

# Next Steps and Recommendations for Assessment

The DMC Assessment Project at Michigan State University has planned the following steps to prepare for the Assessment phase:

1. Complete the selection of three counties for assessment.
2. Contact key individuals for access to decision makers and youth or others related to the decision points.
3. Determine research design for the qualitative phase of analysis.
4. Continue quantitative data collection for assessment purposes.
5. Analyze both quantitative and qualitative data.
6. Report on findings.

Data collection activities during Phase I – Identification have led to the selection of 10 counties which have potential for further analyses during the next phase, Assessment.

In order to fulfill the Assessment phase of the DMC requirement, we will be working with decision makers and leaders in the juvenile justice system such as prosecutors, judges, community and religious leaders, law enforcement officers, and juvenile justice personnel. In addition it is important to implement a monitoring process (see Figure 2, page 3) that will encourage complete and accurate data gathering at various contact points within the juvenile justice system.

Driven by quantitative data processed in the RRI, the DMC Assessment is a necessary component of the DMC data collection system. It is similar to a public health surveillance system. It involves monitoring, tracking and dissemination. According to the OJJDP, assessment is a “comprehensive analysis, utilizing sophisticated research methodologies, to examine minority overrepresentation, explain differences in all stages of the juvenile justice system, and identify the factors that contribute to DMC” (OJJDP, 2004, p. 24). As with any surveillance system, the data collected drives the next stages toward systems change. The DMC Assessment Phase is driven by the RRI findings.

A necessary research component is reflected in the focus of the Assessment Phase. Certain questions concerning treatment of minority youth in Michigan are still unanswered. During the Assessment Phase, qualitative research methods will be used, including structural, organizational and individual ethnography, to

observe the details and context for causes of minority disproportion in Michigan's juvenile justice systems.

The study will take a systems approach to examine institutions, policies and practices. In addition, differential offending rates will be studied for some offenses and/or re-offending categories where rates indicate a higher level of youth of color representation. This is to aid in determining whether certain sub-cultural and other differences may also affect the rate of juvenile offenses.

The OJJDP recommends that states limit their assessment to a manageable number of geographic areas based on the size and existing resources available. In light of this recommendation, the Michigan DMC Phase II study will focus on three key Michigan counties where DMC exists. Selection will be based on the following criteria:

- Degree of disproportionality,
- Location,
- Population diversity, specifically the presence of African American, Latino, and Native American youth, and
- Willingness to participate.

Case summary data, client tracking data, or file search data collection methods tailored specifically for each county may be used to acquire more meaningful quantitative data. Qualitative data will be obtained through a variety of methods such as interviews, on-site observations, surveys and/or focus groups.

Building and maintaining relationships with community and systems' partners are key to the success of Phase II. Contacts made during Phase I will be useful for networking purposes in the communities and justice systems. However, new relationships need to be built by the DMC project staff with the guidance and assistance of the Committee on Juvenile Justice in order for them to reach beyond the data provider systems to community members and programs.

The next section presents assessments efforts occurring in selected states and the findings that resulted from those efforts.

#### **Precursors to Assessment**

The first step is to provide more opportunities for decision makers and leaders in the juvenile system of each Michigan county (judges, prosecutors, community and religious leaders, law enforcement, and juvenile justice personnel) to communicate and work together.

The second step is for the Assessment project team to evaluate the quality and scope of outcome data and to look at the process to find answers to these questions:

1. How are the data collected?
2. Why are the data collected?
3. How are the data used?
4. How can uniform reporting be improved?

# Promising Practices

## *Other States' Assessment Efforts*

A number of states in the U.S. have entered into the Assessment Phase, and they are encouraged to undertake continuing efforts to improve their juvenile justice system (Hsia & Beyer, 2000).

Many states' assessments are based on interviews, surveys, and focus groups. Although results vary, those that have completed a qualitative analysis have found that the juvenile justice system, the educational system, socioeconomic conditions, and the family are all factors that contribute to overrepresentation (Hsia, et al., 2004).

As Michigan moves further into the Assessment Phase, lessons learned by other jurisdictions will serve to guide the development of a Michigan-specific assessment.

### **Iowa**

Iowa's assessment efforts encompassed three major areas. Their initiatives included funding a pilot program to provide prevention and intervention services for minority youth, providing planning grants to four counties that assisted in Phase I DMC efforts, and implementing a statewide cultural competency training program. Specifically, the Jane Boyd Community House received funding as part of the Phase II demonstration project. Based on a "wrap-around" services model, the initiative was titled the Positive Youth Development Project (PYDP).

Iowa's specific assessment research methods included the use of town meetings and interviews with African American youth on probation or held in secure detention. Their analysis concluded that DMC is caused in part by a lack of economic and social opportunities, a lack of minority staff working with the juvenile justice system, and a general ignorance of different ethnic groups among both educators and service providers (Caliber Associates, 1996).

- Iowa's DMC Web site: <http://www.uiowa.edu/~nrcfcp/dmcrc> (accessed on 27 January 2005)

### **Tennessee**

Tennessee's assessment process involved reviewing case files, interviewing juvenile justice personnel, and conducting focus groups with both juveniles and parents. In this way, the issue of DMC was captured from a variety of perspectives (Office of Business and Economic Research. College of Business, 2003).

Causes of DMC included: (1) poverty, (2) single parents families, (3) segregation and stagnated socialization, (4) lack of cultural perspective and competence, (5) high minority youth unemployment, (5) subjective decision-making in the juvenile justice system, (6) absence of poor legal representation, (7) under-representation of ethnic/racial administrative and direct service providers, (8) lack of education, and (9) overt discrimination and racism.

- Tennessee's DMC Web site: <http://www.state.tn.us/tccy/dmc.html> (accessed on 27 January 2005)

## Colorado

Colorado promotes a comprehensive strategy that: (1) considers all of the factors that add to the probability that a juvenile will be arrested and detained; (2) determines which factors may apply disproportionately to minority youth; and then (3) designs ways to minimize both. The state analyzed factors that contribute to the probability of a juvenile's arrest. These include: (1) hanging out in a high crime neighborhood, (2) committing offenses where citizens are especially likely to call police, (3) committing offenses in a visible place, and (4) driving with defective equipment. Colorado also analyzed factors that increase the probability of detention following arrest. Factors include (1) not knowing where parents or adult siblings can be contacted, (2) giving false ID information to police, (3) acting angry, and (4) appearing ready to commit another offence.

In consideration of these factors, a plan to reduce minority disproportionality in Colorado's juvenile justice system will encompass more than cultural diversity training for law enforcement and justice professionals. Appropriate targets of an effective strategy assessment will include youth themselves (e.g. through law-related education), parents, merchants, and others in a position to affect risk factors associated with delinquency.

- Colorado's DMC Web site: <http://dcj.state.co.us/ojj/cmye/DMCstudy.asp> (accessed on 27 January 2005)

## Washington

In the State of Washington, an excellent example of research in action can be found. Through empirical studies, legislation, and programmatic and administrative initiatives, factors contributing to DMC have emerged (Hsia, et al., 2004).

The study *Racial Disproportionality in the Juvenile Justice System* (Bridges, Conley, Engen, & Beretta, 1993), prompted policy initiatives designed to improve administration in the juvenile justice system. Major findings included the need for:

- Uniform principles and practices in the prosecution and adjudication of juveniles,



- Sentencing standards that address adverse effects of preadjudication detention, and
- Alternatives to detention.

Pieces of legislation have emerged from the above recommendations as well. A law requiring counties using state funds to address minority overrepresentation in juvenile correctional and other facilities has been implemented. In addition, mandated statewide monitoring, and an offender-based tracking system have been incorporated. Both state and county initiatives have also emerged from the research. Programs and assessments cover a wide range of DMC issues, and include:

- Cultural awareness and diversity training,
- Local initiatives to monitor, assess, and form intervention strategies,
- Standardized risk assessments, and
- State support for local DMC efforts.

Through research, Washington State was able to enact legislation and provide a template for DMC programs and initiatives. Because of this, it continues to serve as a model for future DMC assessment strategies.

- Washington's DMC Related Web site:  
<http://www.juvenilejustice.dshs.wa.gov> (accessed on 27 January 2005)

## ***Intervention***

Figure 2 (page 3) shows that the phase directly following Assessment is Intervention. It is in this phase that a formal plan of action is developed to reduce DMC. Intervention will not be addressed directly in the report; however, Appendix G contains further explanation as well as examples of promising intervention practices throughout the country.

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# Glossary of Terms

## **Acquittal**

Criminal defendant being found “not guilty” of the crime.

## **Adjudication**

The phase of a delinquency hearing similar to a trial in adult criminal court, except that juveniles have no right to a jury trial, a public trial or bail.

## **Arrest** (Data Item 2)

The taking or detaining in custody by authority of law.

## **Confinement, Secure** (Data Item 9)

The decision to hold a juvenile in a correctional facility in which all access is restricted and secure, and under the control of the program staff. Confinement occurs after sentencing.

## **Delinquency, Cases Resulting in** (Data Item 7)

Crime committed by a minor under the age of 17. Juvenile delinquency offenses in Michigan are prosecuted in the Family Division of Circuit Court.

## **Delinquency Proceeding**

Court action to officially declare someone a juvenile delinquent.

## **Detention Hearing**

Hearing held to determine if a child is to be held in detention pending future disposition of the case.

## **Detention, Secure** (Data Item 5)

The decision to hold a juvenile in a county jail, local/municipal lockup or other non-correctional facility in which all access is restricted and secure, and under the control of program staff. Detention is typically pretrial.

## **Disposition**

The decision by the court as to the resolution of the charge and what conditions will be placed upon the youth following adjudication.

## **Disposition Hearing**

Hearing held after adjudication where the judge decides what probation conditions will be imposed upon the child (and the child’s family) or whether to commit the child to the juvenile justice system.

**Diversion, Cases Resulting in (Data Item 4)**

An alternative to trial decided upon at intake to refer the child to counseling or other social services; applicable to about 50% of all cases.

**Diversionary Placement**

Residential placement program for juveniles, using state funds; intended as the last alternative to involving the juvenile justice system.

**Initial Service Plan (ISP)**

Plan of action written by a Juvenile Justice Specialist within 30 calendar days of a youth's referral.

**Intake**

Procedure prior to preliminary hearing in which a group of people (intake officer, police, probation, social worker, parent and child) decide whether to handle the case formally or informally.

**Judgment**

Any official decision or finding of a judge or administrative agency hearing officer upon the respective rights and claims of parties to an action.

**Juvenile**

For the purposes of this report, youth between the ages of 10 and 16 years.

**Juvenile Court**

Until January 1, 1998, Juvenile Court was a division of the Probate Court, and was responsible for all juvenile offenses. Since 01/01/1998, these cases have been prosecuted in the Family Division of Circuit Court in Michigan.

**Minor**

A youth under a law's age of majority. A youth is considered a minor regarding criminal offenses until his/her 17th birthday, and will be handled in the juvenile court. Offenses committed after a person's 17th birthday are handled in District Court and Circuit Court.

**Parole**

Release of a juvenile delinquent from custodial confinement prior to the expiration of a sentence.

**Petition (Data Item 6)**

A written court document that either (1) specifies the offense/allegation against a youth or (2) requests a hearing any time prior to an automatic discharge.

**Pleading**

In juvenile court, a plea of “not guilty” will move the case to adjudication, and a plea of “guilty” or “nolo contendere” will result in waiver of the right to trial.

**Pre-Sentence Investigation (PSI) Report**

Written report prepared by a juvenile justice specialist upon the request of the court of jurisdiction, which provides recommendations for sentencing a youth tried as an adult.

**Preventive Detention**

Keeping a juvenile in custody or under different living arrangements until the time when adjudication can take place. However, the right to a speedy trial requires that the charges be dropped if an unreasonable amount of time is spent in preventive detention.

**Probation Placement (Data Item 8)**

- The status of an offender committed under P.A. 150 who has been placed in a training school, instead of being sentenced to an adult correctional facility. Jurisdictional authority for a youth on probation remains with the committing court.
- A period of time, not to exceed two years, in which adjudicated delinquents are released back into society and supervised as to their conformity to certain conditions. Probation orders impose a wide variety of conditions, and, unlike adults, juveniles cannot reject probation and request incarceration.

**Refer to Juvenile Court (Data Item 3)**

Any occasion when a child is brought to the attention of a juvenile probation department for alleged delinquent conduct or conduct indicating a need for supervision.

**Release**

Termination of a residential placement by order of the committing court.

**Release Plan**

Used to present a historical summary of a youth’s (1) progress, (2) goal completion, (3) needs, strengths and risks reassessment, and (4) after-care plans. It must be completed by treatment providers.

**Reportable Juvenile Offense**

Juvenile delinquency offense that requires fingerprinting—murder or attempted murder, serious assaults (assault with intent to murder, to commit great bodily harm, to maim, or to rob), arson of a dwelling, B & E, home invasion 1st degree, larceny in a building, car theft, car jacking,

kidnapping, CSC 1st-3rd degree, robbery, possession or delivery of 650 grams or more of a Schedule 1 or 2 narcotic.

**Residential Placement**

Placement of a child in a non-secure facility (i.e. foster home, alcohol and drug treatment facility, halfway house) or a secure facility (i.e. boot camp, secure county, state or private facility) either with or without a court proceeding.

**Respondent**

The juvenile who is the subject of a petition.

**Restitution**

- Court-ordered monetary responsibility of a youth.
- A disposition requiring a defendant to pay damages to a victim. The law prohibits making restitution a condition of receiving probation so that poor families cannot be deprived of probation simply because they are too poor to afford restitution.

**Revocation Hearing**

Hearing held to revoke a probation order and give a new disposition when a child has violated the conditions of probation.

**Service Plan**

A presentation of factual and assessed information about the youth and the youth's family. The initial and updated service plans contain the strength/needs and risk assessments which drives treatment and assist the courts, private/public facilities and other treatment providers in making decisions regarding the youth's placement and/or treatment.

**Sex Offender Registration**

Required registration and any change of address of persons convicted of certain sexual offenses or on parole for these offenses after October 1, 1995. This includes juveniles. Offenders are required to register a current address for 25 years after conviction or a ten year minimum measured from the date the person was released from prison and placed on parole, supervised release, or probation, whichever is longer.

**Specified Juvenile Violation**

Crime for which a youth, convicted in a designated case, could be sentenced to prison—murder or attempted murder; serious assaults; arson; home invasion 1st degree; car jacking; kidnapping; CSC 1st degree; armed robbery; bank or safe robbery; escape from a medium or high security juvenile facility; manufacture, sale, delivery or possession of 650 grams of a schedule 1 or 2 narcotic; or attempt, soliciting of or conspiracy to commit these crimes.

**Status Offense**

- Acts or actions which, if committed by an adult, would not be considered a crime.
- An activity illegal when engaged in by a minor, but not when done by an adult; examples include truancy, curfew, running away or habitually disobeying parents.

**Temporary Court Ward**

Legal Status 41; a youth who has been determined by the Family Court to come within its jurisdiction due to the parent's unwillingness or inability to provide adequate or appropriate care. In this situation, parental rights to a legal relationship with the youth have not been terminated, but the court may issue an order making the youth the responsibility of DHS for placement and care while retaining the responsibility for judicial review.

**Waivers of Jurisdiction**

A court action certifying the youth as eligible for trial as an adult because rehabilitation is unlikely or the crime was particularly atrocious.

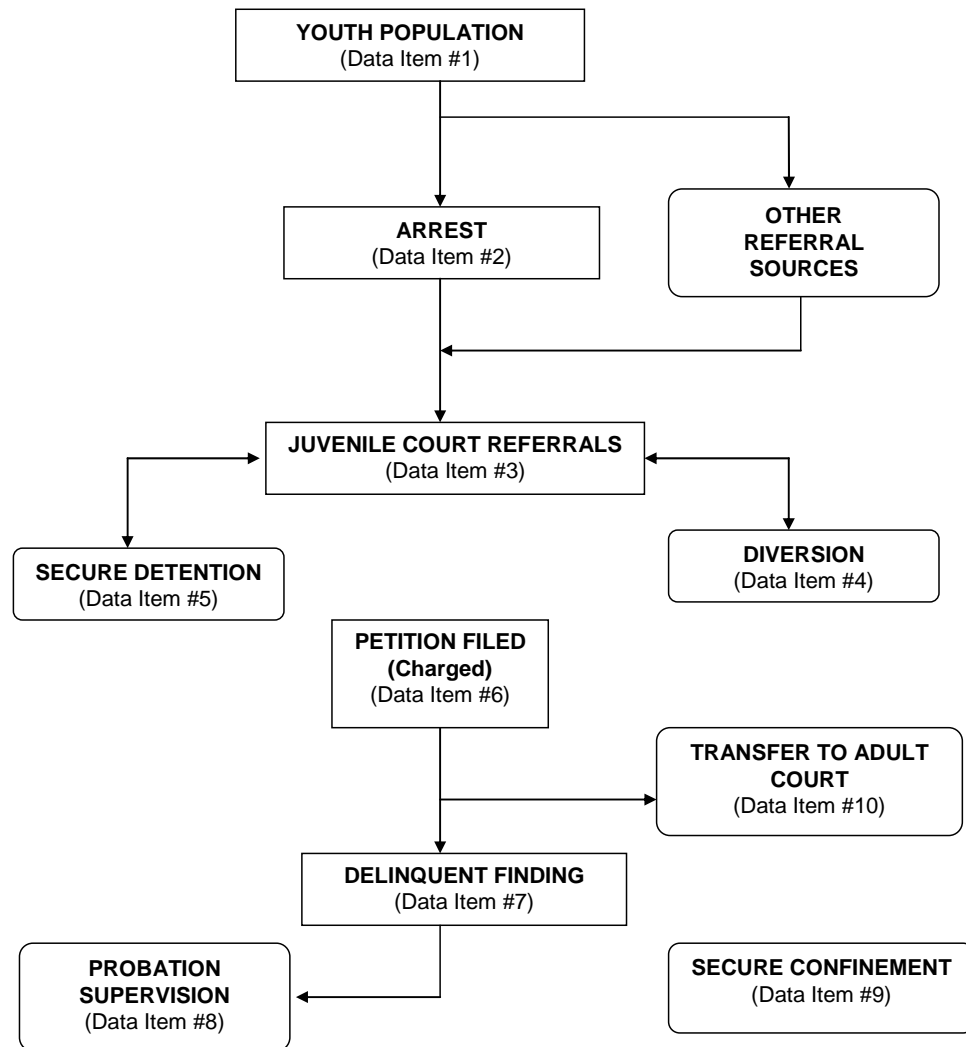
**Warrant**

Court order for arrest and detention prepared by a prosecuting attorney, and issued or authorized by a court.



# Appendix A

## Relationship of Data Elements in the Relative Rate Index



# Appendix B

## Data Sources

### **U.S. Census**

The U.S. Census data contain all juveniles living in the state of Michigan during the year 2000. Intercensal estimates were obtained for the years 2001, 2002 and 2003 from the Michigan Department of Community Health, located at <http://www.mdch.state.mi.us/pha/osr/index.asp>

Data Item 1: Population at Risk

### **Michigan Incident-Based Crime Reports (MICR)**

This dataset contains all juveniles within the State of Michigan who were arrested at some point during a given year. MICR contains all juveniles within the State of Michigan who were arrested by an agency participating in the data collection efforts of the Michigan State Police.

Data Item 2: Juvenile Arrests

### **Census of Juveniles in Residential Placement (CJRP)**

CJRP data contain the number of youth detained in secure facilities and secure correctional facilities for the years 1997, 1999 and 2001. Data may be obtained at <http://ojjdp.ncjrs.org/ojstatbb/cjrp/>

Data Item 4: Cases Diverted

Data Item 9: Cases Resulting in Secure Juvenile Confinement

### **Prosecuting Attorneys' Coordinating Council/Prosecuting Attorneys' Association of Michigan (PACC/PAAM)**

Data from the PACC/PAAM system are collected through several data entry screens, notably: (1) the allegation screen; (2) the juvenile descriptor screen; (3) the disposition screen; and (4) the petition screen. When taken together, these databases provide demographic, offense, adjudication, and disposition information for all juveniles in counties participating with the PACC/PAAM data collection system.

Data Item 4: Cases Diverted

Data Item 6: Cases Petitioned

Data Item 7: Cases Resulting in Delinquent Findings

Data Item 8: Cases Resulting in Probation Placement

Data Item 9: Cases Resulting in Secure Juvenile Confinement

Data Item 10: Cases Transferred to Adult Court

## **Services Worker Support System (SWSS)**

SWSS has the capacity to identify the status, demographic characteristics, location, goals, and placement of each child in foster care. SWSS provides more data, generates more useful data reports, and addresses the issue of accountability by collecting outcome information. The SWSS Support System is operated by the Family Independence Agency. Information related to this data may be obtained at: <http://www.acf.hhs.gov/programs/cb/cwrp/staterpt/mi/statewide.htm>

Data Item 5: Cases Involving Secure Detention

Data Item 7: Cases Resulting in Delinquent Findings

## **Juvenile Justice Online Technology (JJOLT)**

JJOLT is a Web-based case management system designed by the Michigan Family Independence Agency to handle information on all Michigan children in the child welfare and juvenile justice system.

Data Item 6: Cases Petitioned

Data Item 7: Cases Resulting in Delinquent Findings

## **Wayne County Juvenile Agency Information System (JAIS)**

Wayne County JAIS performs three functions: To track youth in the system at all times, generate data reports, and integrate finance structures with service structures. JAIS links information between health, mental health, Department of Human Services, and care management organizations. Information related to this data may be obtained at: [http://www.nrcitcw.org/ta/ttt/ttt\\_brochure2.html](http://www.nrcitcw.org/ta/ttt/ttt_brochure2.html)

Data Item 7: Cases Resulting in Delinquent Findings

Data Item 9: Cases Resulting in Secure Juvenile Confinement

## **Michigan Department of Corrections (MDOC)**

Data includes juveniles confined in adult prisons. All juveniles within the State of Michigan who were confined at some point during any given year are found within this data.

Data Item 9: Cases Resulting in Secure Juvenile Confinement

## **Children's Services Management Information System (CSMIS)**

CSMIS contains data on juveniles within the State of Michigan who have been placed in the foster care system by a Child Protective Services/Family Independence Agency mandate. In addition to demographic data regarding these juveniles, CSMIS is also designed to track their commitments to juvenile facilities of varying security levels.

Data Item 9: Cases Resulting in Secure Juvenile Confinement

# Appendix C

## Michigan RRI Scores by Contact Point

Table C-1 below lists the nine contact points with the following information for each:

1. The total number of RRI scores calculated for the nine DMC contact points. The maximum number of possible RRI scores calculated for each contact point is 1,230, broken down as follows:
  - a. The largest 20 counties in the state of Michigan had data collected for all 6 years in the period of 1998-2003 for 5 racial categories, for a total of 600 RRI scores per contact point (20 counties x 6 years x 5 racial categories = 600).
  - b. The remaining 63 counties, at the direction of Dr. William Feyerherm, had data collected over two three-year periods (1998-2000 and 2001-2003) for 5 racial categories, for a total of 630 RRI scores per contact point (63 counties x 2 time periods x 5 racial categories = 630).

The total number of RRI scores for each contact point across the entire state (i.e. all 83 counties) is therefore  $600 + 630 = 1,230$ .

2. Racial category, as listed by OJJDP, in accordance with the definitions provided by the U.S. Census.
3. The mean (average) RRI score within each racial category across the entire state. This is the average RRI score for the racial category, for the specific contact point, for each county, added together and divided by the total number of counties for which that contact point was collected.
4. The maximum or minimum RRI score within each racial category across the entire state. The maximum score is the highest RRI score of all the counties from which data were collected for the following contact points: (1) arrest; (2) referral to juvenile court; (3) secure detention; (4) cases petitioned; (5) delinquent findings; (6) secure confinement; and (7) transfer to adult court). The minimum score is the lowest RRI score of all the counties from which data were collected for contact points (1) diversion and (2) probation.
5. The RRI threshold for the top 20% of scores within each racial category across the entire state. This represents RRI scores that are the highest 20% (or lowest 20% for the contact points of diversion and probation) out of all the counties for which data were collected for the contact point.

6. As an example, for the contact point of arrest, across all counties in which data were collected, in the time period of 1998 through 2003 (N = 246), the mean (average) RRI score for African Americans was 1.88. This indicates that, on average, across the state of Michigan, African Americans were 88% more likely than whites to be arrested. The largest RRI score for African Americans at the contact point of arrest across the state of Michigan was 16.74, indicating that for that particular county (Arenac), during that specific time period (2001-2003), African Americans were 16.74 times more likely than whites to be arrested. At the contact point of arrest, the top 20% of RRI scores were 2.80 or higher, indicating that African American youths were, at a minimum, 2.8 times more likely than whites to be arrested in the 17 counties (20% of 83 counties) experiencing the greatest amount of DMC for African American arrests.

**Table C-1**  
**Statewide RRI Scores for the Nine DMC Contact Points**

<i>Data Item Number</i>	<i>Contact Point (N)</i>	<i>Racial Category</i>	<i>Mean</i>	<i>Maximum</i>	<i>Highest 20%</i>
2	Arrest (250)	African American	1.88	16.74	2.80
		Hispanic	.17	3.08	.26
		Asian	.12	2.83	.18
		American Indian	.52	73.67	.30
		All Minorities	.79	9.82	1.25
3	Referral to Juvenile Court (8)	African American	1.50	2.24	2.21
		Hispanic	.19	.51	.38
		Asian	.12	.24	.20
		American Indian	.29	1.68	.79
		All Minorities	.86	1.00	.97
5	Secure Detention (107)	African American	2.62	53.28	2.14
		Hispanic	.00	.00	.00
		Asian	.38	20.03	.00
		American Indian	.04	4.55	.00
		All Minorities	2.20	37.54	2.35
6	Petition Filed (137)	African American	1.65	32.50	1.29
		Hispanic	.64	8.84	1.01
		Asian	.08	1.11	.00
		American Indian	.29	7.21	.06
		All Minorities	1.96	39.13	2.01
7	Delinquent Finding (164)	African American	1.38	40.52	1.07
		Hispanic	1.13	34.89	1.02
		Asian	.36	15.01	.97
		American Indian	.30	14.94	.00
		All Minorities	1.17	22.11	1.06
9	Correctional Confinement* (3)	African American	4.23	5.19	N/A
		Hispanic	14.72	27.51	N/A
		Asian	1.37	.263	N/A
		American Indian	1.80	2.65	N/A
		All Minorities	4.5	6.28	N/A
10	Transfer to Adult Court (15)	African American	.41	3.75	.55
		Hispanic	.09	1.30	.00
		Asian	.00	.00	.00
		American Indian	.00	.00	.00
		All Minorities	.50	5.00	.58
<b>Minimum</b>					
4	Diversion (10)	African American	.03	.27	.00
		Hispanic	.00	.00	.00
		Asian	1.42	14.15	.00
		American Indian	.00	.00	.00
		All Minorities	1.35	8.61	3.81
8	Probation (35)	African American	.46	1.94	1.14
		Hispanic	.31	2.26	.84
		Asian	.09	1.29	.00
		American Indian	.23	2.62	.54
		All Minorities	.47	1.97	1.12

\* Data for correctional confinement were obtained directly from the CJRP for the entire state of Michigan. The CJRP does not contain county data and the data were only available for the years 1999 and 2001.

# Appendix D

## Michigan RRI Scores by Race and Contact Points

**Figure D-1**  
**Relative Rate Index by Contact Point (1998 – 2003)**

Figure D1-A (African American)

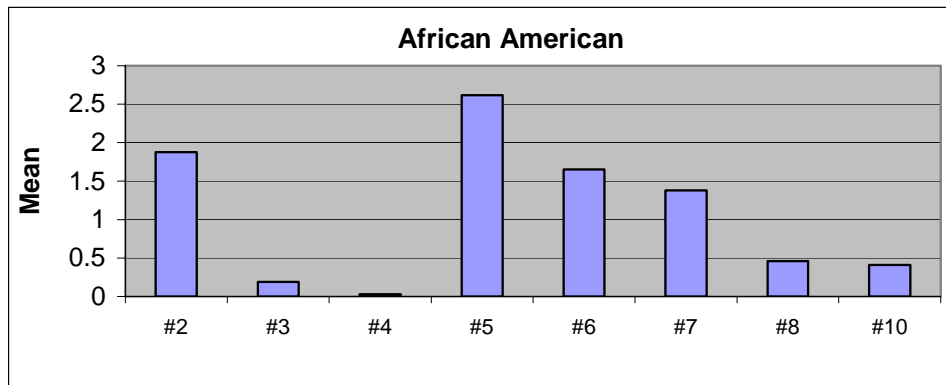
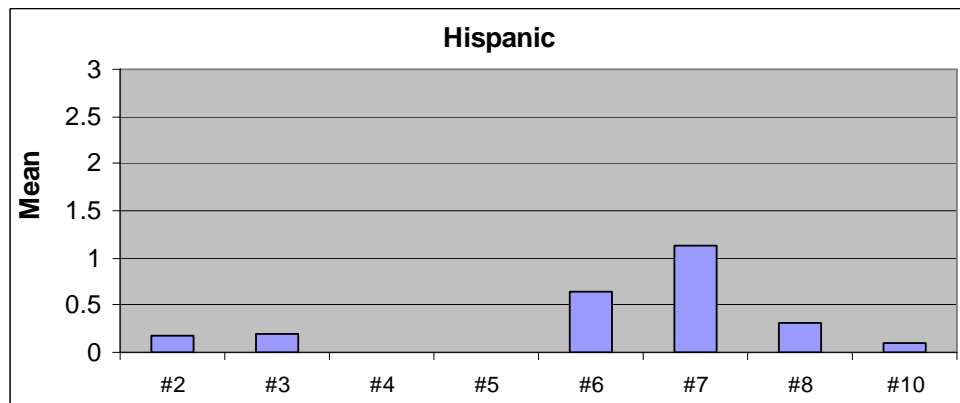


Figure D1-B (Hispanic)



**\*Data Item Number (See Appendix A)**

2 Arrest	6 Petition Filed (Charged)
3 Juvenile Court Referrals	7 Delinquent Finding
4 Diversion	8 Probation Supervision
5 Secure Detention	10 Transfer to Adult Court

Figure D1-C (Asian)

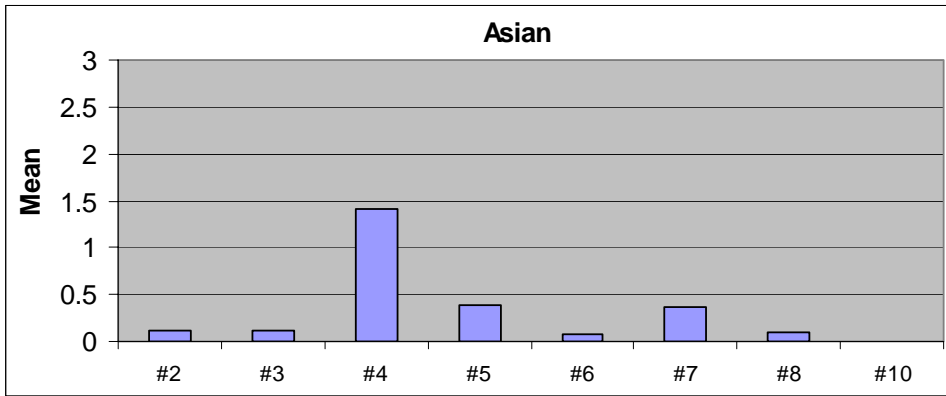


Figure D1-D (American Indian)

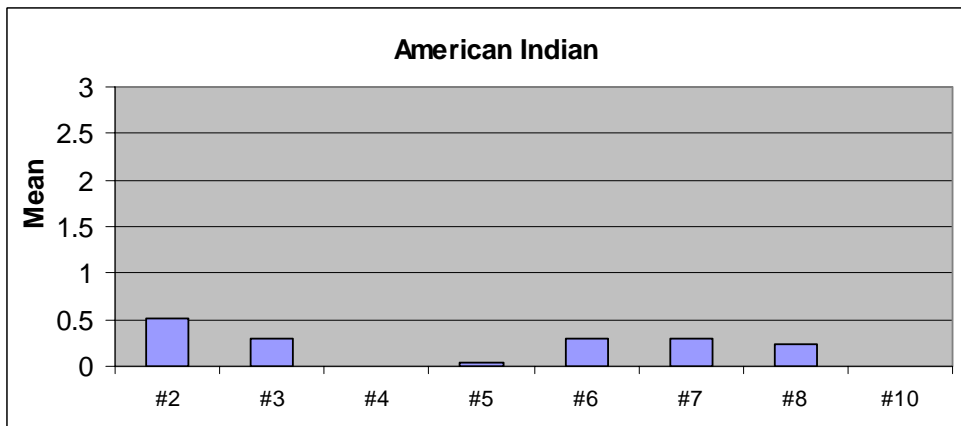
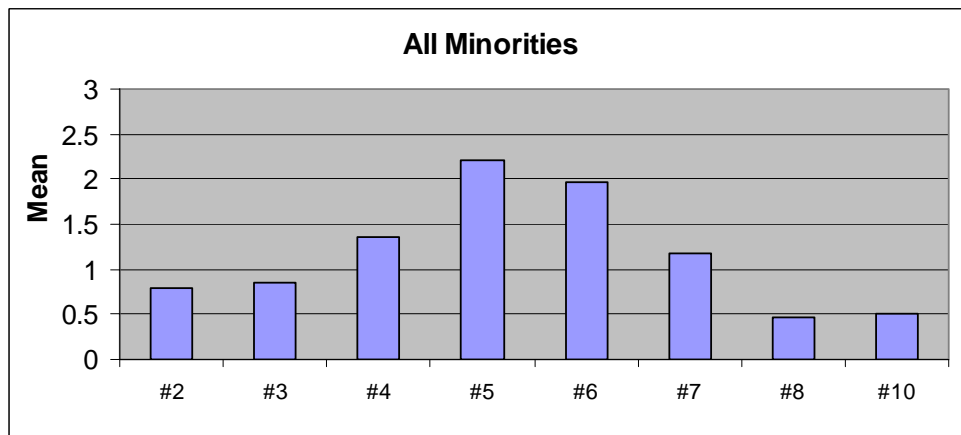


Figure D1-E (All Minorities)

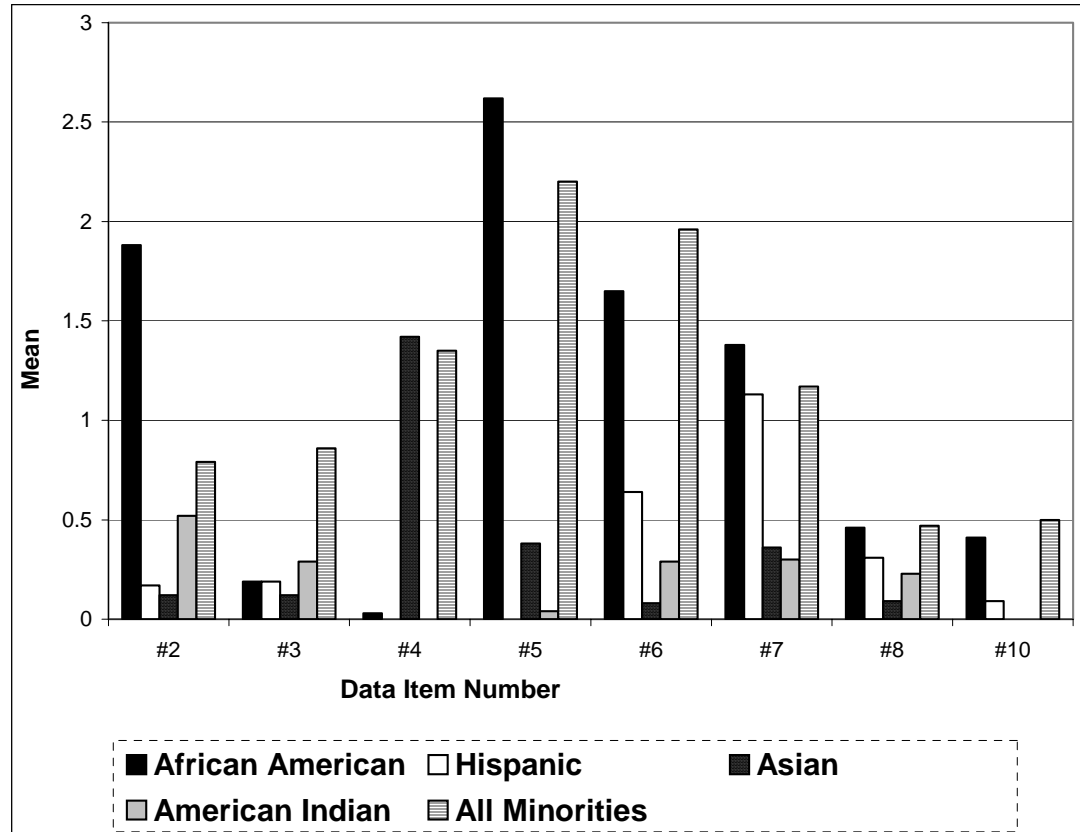


**\*Data Item Number (See Appendix A)**

2 Arrest	6 Petition Filed (Charged)
3 Juvenile Court Referrals	7 Delinquent Finding
4 Diversion	8 Probation Supervision
5 Secure Detention	10 Transfer to Adult Court



**Figure D-2**  
**Relative Rate Index by Contact Point for All Racial Categories 1998-2003**



**\*Data Item Number (See Appendix A)**

2 Arrest	6 Petition Filed (Charged)
3 Juvenile Court Referrals	7 Delinquent Finding
4 Diversion	8 Probation Supervision
5 Secure Detention	10 Transfer to Adult Court

# Appendix E

## RRI Data Entry Form

<i>AREA REPORTED</i>	<i>Total Youth</i>	<i>White</i>	<i>Black or African- American</i>	<i>Hispanic or Latino</i>	<i>Asian</i>	<i>Native Hawaiian or other Pacific Islanders</i>	<i>American Indian or Alaska Native</i>	<i>Other/ Mixed</i>	<i>All Minorities</i>
1. Population at risk (age 10 through 17 )									
2. Juvenile Arrests									
3. Refer to Juvenile Court									
4. Cases Diverted									
5. Cases Involving Secure Detention									
6. Cases Petitioned (Charge Filed)									
7. Cases Resulting in Delinquent Findings									
8. Cases resulting in Probation Placement									
9. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities									
10. Cases Transferred to Adult Court									
Meets 1% rule?									

release 1/02/04

# Appendix F

## Number of RRI Scores Received from Michigan Counties

<i>County Name</i>	<i>RRI Scores Obtained</i>	<i>Total RRI Scores Possible</i>	<i>Percent of RRI Scores Obtained</i>	<i>Percent of Missing RRI Scores</i>
Alcona	20	90	22.22	77.78
Alger	10	90	11.11	88.89
Allegan	120	270	44.44	55.56
Alpena	35	90	27.78	72.22
Antrim	50	90	55.56	44.44
Arenac	15	90	16.67	83.33
Baraga	15	90	16.67	83.33
Barry	10	90	11.11	88.89
Bay	70	270	25.93	74.07
Benzie	10	90	11.11	88.89
Berrien	75	270	27.78	72.22
Branch	30	90	33.33	66.67
Calhoun	90	270	33.33	66.67
Cass	20	90	22.22	77.78
Charlevoix	35	90	38.89	61.11
Cheboygan	35	90	38.89	61.11
Chippewa	40	90	44.44	55.56
Clare	35	90	38.89	61.11
Clinton	40	90	44.44	55.56
Crawford	35	90	38.89	61.11
Delta	65	90	72.22	27.78
Dickinson	35	90	27.78	72.22
Eaton	95	270	35.19	64.81
Emmet	56	90	62.22	37.78
Genesee	165	270	61.11	38.89
Gladwin	20	90	22.22	77.78
Gogebic	35	90	38.39	61.11
Grand Traverse	30	90	33.33	66.67
Gratiot	45	90	50.00	50.00
Hillsdale	15	90	16.67	83.33
Houghton	20	90	22.22	77.78
Huron	95	270	35.19	64.81
Ingham	50	270	18.52	81.48
Ionia	35	90	27.78	72.22
Iosco	50	90	55.56	44.44
Iron	30	90	33.33	66.67
Isabella	55	90	61.11	38.89
Jackson	90	270	33.33	66.67
Kalamazoo	75	270	27.78	72.22
Kalkaska	35	90	38.89	61.11
Kent	95	270	35.19	64.81
Keweenaw	20	90	22.22	77.78
Lake	25	90	27.78	72.22
Lapeer	20	90	22.22	77.78

<i>County Name</i>	<i>RRI Scores Obtained</i>	<i>Total RRI Scores Possible</i>	<i>Percent of RRI Scores Obtained</i>	<i>Percent of Missing RRI Scores</i>
Leelanau	15	90	16.67	83.33
Lenawee	75	270	27.78	72.22
Livingston	55	90	61.11	38.89
Luce	10	90	11.11	88.89
Mackinac	30	90	33.33	66.67
Macomb	135	270	50.00	50.00
Manistee	45	90	50.00	50.00
Marquette	35	90	38.89	61.11
Mason	10	90	11.11	88.89
Mecosta	35	90	38.89	61.11
Menominee	40	90	44.44	55.56
Midland	35	90	38.89	61.11
Missaukee	35	90	38.89	61.11
Monroe	35	90	38.89	61.11
Montcalm	35	90	38.89	61.11
Montmorency	30	90	33.33	66.67
Muskegon	90	270	33.33	66.67
Newaygo	25	90	27.78	72.22
Oakland	75	270	27.78	72.22
Oceana	15	90	16.67	83.33
Ogemaw	35	90	38.89	61.11
Ontonagon	20	90	22.22	77.78
Osceola	20	90	22.22	77.78
Oscoda	15	90	16.67	83.33
Otsego	25	90	27.78	72.22
Ottawa	75	270	27.78	72.22
Presque Isle	30	90	33.33	66.67
Roscommon	25	90	27.78	72.22
Saginaw	60	270	22.22	77.78
Sanilac	35	90	38.89	61.11
Schoolcraft	20	90	22.22	77.78
Shiawassee	35	90	38.89	61.11
St Clair	135	270	50.00	50.00
St Joseph	30	90	33.33	66.67
Tuscola	40	90	44.44	55.56
Van Buren	90	270	33.33	66.67
Washtenaw	65	270	24.07	75.93
Wayne	150	270	55.56	44.44
Wexford	45	90	50.00	50.00

# Appendix G

## Other States' Intervention Efforts

Phase IV of the DMC project is intervention. After a thorough assessment has been completed, results from the research will guide counties' and other stakeholders' intervention programs and policy development. As noted in OJJDP's formula grants application kit (OJJDP, undated), multiple intervention strategies, including programmatic and system improvement approaches, are necessary for a successful intervention. Below is a discussion of strategies and key elements compiled by various states to date:

- An intervention should provide appropriate detention alternatives for law enforcement and juvenile justice professionals.
- It should seek to create a uniform data collection instrument to be used at all decision making points within the juvenile justice system in order to measure the program effectiveness and impact on DMC.
- Interventions should maintain relationships with policy makers and juvenile justice professionals in order to collaborate and positively affect DMC.
- Target services specifically for minority youth in an effort to specifically impact the number of minority who are involved in the juvenile justice system.
- Ensure minority youth who are suspended or expelled have access to alternative learning programs.

“A successful DMC initiative requires organizational capacity, commitment, leadership, and resources” (Devine, Coolbaugh, & Jenkins, 1998, p. 2). As plans are developed to implement DMC interventions, five processes should be utilized.

1. First and most importantly, organizational responsibility must be assigned. A particular organization may be identified along with a coordinator. This organization should then receive the resources necessary to initiate a DMC intervention.
2. Second, juvenile justice data must be analyzed. Systematic data analyses can be conducted that allow for an interpretation of the larger social and political contexts affecting juveniles. Key stakeholders such as community leaders, prosecutors, law enforcement officers, and juvenile justice personnel should be involved in this process.
3. Next, underlying factors are to be identified. Information gathered can be synthesized in order to lay the groundwork for effective intervention strategies. It then becomes the responsibility of the lead organization and

coordinator to create and continually enhance interventions. State organizations are to have a clear role, and all stakeholders must be involved.

4. As was stated above, multiple intervention strategies should be developed, and all leaders involved should be prepared to regularly transition from planning to implementation.
5. Finally, methods designed to measure the interventions' impact must be established. This can be achieved through developing monitoring systems at the local level and assigning monitoring responsibilities to the appropriate organization. Lastly, results can be captured and disseminated.

Hsia and Beyer (2000) present systems-specific recommendations that encourage the use of data and research to produce policy changes and to support legislative and service delivery reforms. An intervention that drives a systemic shift is one that affects all levels of society. From the experience of the juvenile in the home outward to their neighborhood and community characteristics, a system-specific intervention would have an impact on every environment.

Because of this, Hsia and Beyer's perspective goes above and beyond the basic criteria presented previously. They promote the development of screening instruments and curricula that are specific to certain populations, including female offenders. They also recommend that by drawing on recent program experience, program regulations, policies, and procedures for statewide use can be achieved. It is also strongly encouraged that public awareness and professional competence be increased through training conferences, publications, and technical assistance.

Once multiple intervention strategies have been tested and show promise, stakeholders and other officials can implement demonstration programs at additional sites throughout the state. Through the sharing of information among interested parties, service gaps that were once apparent can be filled.

Finally, perhaps the most important outcome of any intervention effort as described by Hsia and Beyer (2000) would be the formation of ongoing and sustained partnerships between community organizations so that coordinated services can be provided. Coordinated community responses are vital in addressing all the needs of at-risk youth.

## **Successful Intervention Efforts of Other States**

Other states' efforts have been diverse, so it is important to highlight three successful programs so that Michigan stakeholders can have an understanding of what is possible.

- **New Jersey** implemented the Detention Reform Project, a program designed to reduce overcrowding.
- **Virginia** organized training activities focused on mental health, substance abuse, and other disability issues in order to improve the rehabilitative care of juveniles.

- **Utah**, after passing “Safe Step,” a policy to test all court-involved youth with behavioral problems for learning disabilities, developed individualized education plans for juveniles (Hsia & Beyer, 2000).

As Michigan begins to plan its own unique intervention programs, a helpful resource is available that provides multiple examples of successful intervention and prevention programs nationwide. The *OJJDP Model Programs Guide* Web site includes comprehensive coverage of evidence-based intervention and prevention programs to assist researchers, practitioners, and community members in their efforts to reduce and eliminate DMC.

Program examples include community and problem-oriented policing, family group conferences, school-based probation, wilderness camps, and aftercare. Details of other programs can also be found on the Web site. Although specific programs may vary, most of their protocols include an educational element, assessments or screenings, and juvenile justice system reforms. The URL for the site is: [http://www.dsgonline.com/mpg\\_non\\_flash/mpg\\_index2.htm](http://www.dsgonline.com/mpg_non_flash/mpg_index2.htm)

# **Appendix H**

## **County RRI Summary Sheets**

[County RRI Summary Sheets](#) are available for 1998-2003. The PDF file is large and may take a few minutes to load. Bookmarks in the file provide direct access to individual counties. Click the “Bookmarks” tab on the left side of the screen to display bookmarks.